## Rose Lane, Lenham appeal

### ROW/3348453



## BHS response to objectors

#### A. Introduction

- A.1. This is the response of the British Horse Society to the objections submitted in relation to the Rose Lane, Lenham appeal.
- A.2. We refer to the society's original appeal statement of case as BHS-SOC: for example, BHS-SOC/item III.K. And to the society's response to the order-making authority's statement in reply to the appeal: for example, BHS-RtoKCC/para.A.2. Reference to 'the objector' is to the objector addressed in each item below. References to KCC are to Kent County Council.
- A.3. We do not refer to any objection which does not require a response.
- A.4. We reproduce at annexe B (p.12) a better quality copy of the Lenham tithe and Poor Law survey map, which we now note was poorly reproduced in the society's appeal statement of case (BHS-SOC/annexe B).

## B. Objection of Homes and Communities Agency

- B.1. We address first the objection made on behalf of the Homes and Communities Agency dated 22 October 2024. We refer below to paragraphs of the letter of objection: for example, HCA/1.5.1.
- B.2. HCA/1.5.1 *Maidstone & Ashford Railway Plans and Sections map and book of reference dated 1864*: It is stated 'that the railway line route on the map is inaccurate'. It may be that the evidence is misunderstood. The project plans propose a railway to be constructed on the line shown in the plans (a continuous black line marked off in miles and furlongs), or within the limits of deviation (broken, generally parallel, black lines either side of the continuous black line). The route cannot be inaccurate, because it is a projected line, and the line was not built (the line actually built was that shown in the 1879–80 plans and authorised by the Maidstone and Ashford Railway Act 1880: BHS-SOC/para.III.I.4).
- B.3. It also is stated, 'that the map does not show the status of the route and indicates that it is in private ownership. As such it could easily have been a farm access route rather than a public right of way.' We address the question of status at BHS-SOC/paras.III.I.5–10 and again at BHS-RtoKCC/para.C.4.
- B.4. HCA/1.5.2 *OS 25" Map dated 1897*: It is concluded by the objector that the absence of 'F.P.' or 'B.R.' annotations on the Ordnance Survey County Series plans: '...indicates that the route did not have bridleway nor footpath status in contrast to the other routes shown.' We agree. The society now considers that the appeal way is a public road (BHS-RtoKCC/item F). The absence of such annotations suggests one of three possibilities: that the appeal way was a (vehicular) road or track with no public rights; that it was a public

carriage road; or that it was primarily a (private, vehicular) road or track with subsidiary foot or bridle rights over it. The evidence submitted in the society's statement of case, which is strongly suggestive of public rights of some form, tends to exclude the first possibility.

- B.5. HCA/1.5.3 Bartholomew's Map map and key dated 1903: It is not understood what inaccuracy is referred to, nor what map is referred to. There is no 'larger map from 1901 and 1911'. We wonder if the 'inaccuracy...regarding the direction of a route running above Lenham towards Charing' is attributable to the Lenham bypass, opened in 1927, and which therefore is not shown on the 1904 and 1922 edition maps.
- B.6. Footpaths and bridleways are shown on Bartholomew's maps with a single pecked line (see BHS-SOC/illustration xxxv, p.63). But the appeal way is shown as a road. It plainly is not, as suggested, footpath 66 which was removed from the draft map (BHS-SOC/para.III.O.13 and BHS-RtoKCC/paras.D.1–D.5). Footpath 66 followed a different alignment which, if it were shown on the Bartholomew's maps, would be shown as a footpath.
- B.7. HCA/1.5.4 1910 Inland Revenue Valuation Extracts from the Lenham Field Book and the Inland Revenue Map dated 1910: It is conceivable 'that people did...make false claims'. But as the maximum penalty for a false claim was 'imprisonment for a term not exceeding six months with hard labour', it is not unreasonable to proceed on the basis that landowners completed the forms without resort to false representation.
- B.8. HCA/1.5.5 Lenham Draft Definitive Map and Statement (pre 1952): The objector has misunderstood the position. The showing, on the draft map, of the appeal way as a public road, was done by KCC not by the parish council or any volunteers retained by it. It was an aid to the understanding and completion of the draft map, and not part of it. The purpose of showing the appeal way as a public road was, firstly, to enable with confidence public paths to be shown connecting with it (as was footpath 66), and secondly, to signal that the road did not require to be shown on the draft map as a 'road used as public path' (because it was considered to be part of the ordinary road network). The appeal way was not shown on the provisional map (as part of the ordinary road network), because such roads had no place in the definitive map and statement.
- B.9. HCA/1.5.6 *Highway Inspector's Map & Notes dated 1953*: the appeal way was not included in the definitive map and statement because it was not regarded as a public right of way which needed to be recorded as such. It was shown in yellow on the draft map, indicating a way which did not need to be recorded as a public path, but one with which public paths (such as footpath 66) might properly connect.
- B.10. HCA/1.5.7 *Inspire Land Registry as at 15 July 2020*: We observe that the southern 310 metres of the appeal way (terminating at B) is vacant of any registered title. As stated in the society's original application (p.19), this part of the appeal way 'has not been claimed as part of either land ownership, this is supportive evidence of the ancient vehicular highway status.'
- B.11. HCA/1.6.1 *London Gazette*: As the objector oddly acknowledges in footnote 1 to para.1.6.1, none of footpath 66 deleted from the draft map coincides with the appeal way. For our further commentary on the significance of the deletion of footpath 66, see BHS-RtoKCC/item D.

- B.12. HCA/1.6.2 *modern dedication*: Noted. No part of the society's case relies on implied dedication in recent times.
- B.13. HCA/1.6.3 *Old Shelve Farm*: Noted (save that no part of the appeal way passed through Cobham Wood, before it was felled and cleared).
- B.14. HCA/2.1 *lasting feature on the landscape*: On the contrary, the appeal way has left a lasting memorial in the landscape: the railway bridge. The appeal way also endures as a physical feature between the railway bridge and B.
- B.15. HCA/2.2 *Network Rail's position*: The existence of public rights through the railway bridge may well be contrary to Network Rail's position; the question is whether Network Rail's position is informed by any relevant evidence beyond that available in this appeal. We consider this question at BHS-RtoKCC/paras.C.11–D.16. (We now accept, contrary to what is said at BHS-RtoKCC/para.C.11, that Network Rail has claimed the appeal way through the bridge to be a private (occupation) road with no public rights.)
- B.16. HCA/2.3 adoption: We have suggested that the southern part of the appeal way became adopted because it was part of a through road from A to B, of which the northern part subsequently was stated not to be publicly maintained, presumably in order to minimise burdens on the highway authority. This provides a compelling explanation for 'how the [partial] adoption of the current public highway ha[s] come about'. KCC has not advanced any other explanation.
- B.17. HCA/2.4 *footpath 66*: The objector does not show that, or explain how, KCC '[found] out that the route subject to the Application was not a public highway', other than accepting the uncorroborated assertion of the British Transport Commission. If the appeal way was not a public highway, the objector does not explain how footpath 66 terminated on it without any public continuation along the appeal way (or otherwise). Such a termination would not be a matter of a path which 'did not serve a useful purpose', but highly unlikely as a matter of law.
- B.18. HCA/2.5 KCC access to records which are not available to the Applicant: We are puzzled to what records, not available to the appellant, KCC has access, which point to the appeal way being a private occupation road. The objector does not enumerate any.
- B.19. HCA/2.6.1 Map of encampment on Lenham Heath: see BHS-RtoKCC/para.E.1.
- B.20. HCA/2.6.2 Ordnance Survey surveyor's drawing: no further comment.
- B.21. HCA/2.6.3 Ordnance Survey Mudge-Faden one-inch map of Kent: The objector's assertion of the appeal way 'not being in existence at the time' is not sustainable on the evidence. The Map of encampment on Lenham Heath (BHS-SOC/item III.A, dating from 1781) shows the appeal way projected north about 260 metres beyond B, a point about 120 metres short of the centre line of the present railway bridge. The Ordnance Survey surveyor's drawing (BHS-SOC/item III.B, dating from 1797) shows the appeal way projected south to a point about 275 metres north of the centre line of the present railway bridge (it is not shown any further south because the drawing for this part is missing). The Ordnance Survey Mudge-Faden one-inch map of Kent (BHS-SOC/item III.C, dating from 1801: a better-quality reproduction can be seen online here) does indeed omit a roughly-300-metre-long central section which nonetheless appears on the Greenwoods' map of Kent (BHS-SOC/item III.D). As we suggest in the statement of case, the omission probably is attributable to the appeal way being an unsurfaced field road, with little physical presence save the existence of field gates to permit passage of the public right of way.

- B.22. The appeal way is omitted from the *Ordnance Survey Old Series one-inch map of Kent* (BHS-SOC/item III.E) published in 1831 but the Greenwoods' map demonstrates that it was in existence in around 1820. It then is shown consistently on the Ordnance Survey New Series one-inch map (revised 1893); Third edition one-inch map (revised 1903–04, sheet 117, sheet 127); New Popular edition one-inch map (revised 1930); Seventh Series one-inch map (revised 1954–60); and the Provisional 1:25,000 map (revised 1906–55).
- B.23. HCA/2.6.4 *Greenwoods' map of Kent*: the objector suggests the line shown on the map does not conform to the claimed alignment. In our statement of case (BHS-SOC/item III.D), we suggest that there is: '...a certain amount of distortion in the mapping caused by the surveyor's desire to show the appeal way curving to the east around the southern end of Cobham Wood (as it does to an extent), which [we further suggest] is shown in exaggerated form.' We do not suggest that the distortion was intentional only that the surveyor, in attempting to show the appeal way's relationship to Cobham Wood (as it then existed), unintentionally exaggerated the wrap-around. The distortion may have been influenced by the division of the map into segments which were sewn together, so that this part of the appeal way is divided across two segments.
- B.24. The objector then cites the observations of KCC, 'that other routes which are either recorded at a lesser status or not in existence today are shown on the map in the same way as the route subject to the Application.' These comments are addressed at BHS-SOC/para.III.D.13.
- B.25. However, we have also analysed those observations in relation to Lenham parish. Annexe A (p.10) to this response contains the Greenwoods' map overlain with those ways (and only those ways) coloured in sienna on the Lenham tithe map using one of three colours.
  - roads marked in yellow are roads recognised as such today<sup>2</sup>;
  - roads marked in blue are recorded as public footpath today;
  - roads marked in green have no recorded rights today (including part of the appeal way).

(For further information about this overlay, please see BHS-SOC/item III.F and annexe C.)

- B.26. Roads marked in red are tarred public roads today, which may be ancient in origin, but are not shown in sienna on the Lenham tithe map (although in some cases, they may be shown as roads or tracks). We ignore here obviously modern roads, such as the Lenham by-pass and post-1838 residential roads in Lenham village.
- B.27. The overlay was prepared to fit the current Ordnance Survey Landranger 1:50,000 map, and it will be seen that, although the fit is not perfect, it is sufficient to understand the correspondence with roads shown on the Greenwoods' map (indeed, the overlay reveals the remarkable fidelity of the Greenwoods' spatial survey). The Greenwoods' map shows the Lenham parish boundary as a closely-dotted black line, which is broadly consistent with the approximate parish boundary shown by a purple stipple.
- B.28. We find that, leaving aside the Lenham Forstal cluster of ways (shown marked in green, including the appeal way, addressed at BHS-SOC/paras.I.H.26–28), all of which are the subject of applications to record on the definitive map and statement (and the other three of which applications have been granted), the correspondence is such that the
- 2 *I.e.* as roads included on the council's list of publicly-maintainable streets (BHS-SOC/item III.P), or recorded as byways open to all traffic or restricted byways.

Greenwoods' map does not show a single through road (described in the key as a 'cross road') within the parish which was not shown on the tithe map in sienna. There are several roads shown leading to farmsteads or hamlets, such as in and in the vicinity of Chilstone Park (south of Lenham), which are not coloured in sienna on the tithe map, and presumably are not public roads — but such cul-de-sac roads cannot be cross roads, nor taken to be cross roads, for want of any through route. The only exception is at Biggin Heath (south-west of Lenham), where the Greenwoods' map shows several roads leading to the hamlet, whereas the tithe map merely shows the western-most road considerably closer to the road junction.

- B.29. We therefore submit that the Greenwoods' map is a reliable indicator of those roads which were believed to be cross roads, and therefore public roads, at the time of the survey. We suggest that, in labelling certain roads as 'cross roads', the Greenwoods necessarily implicated only those roads which were through roads a cul de sac cannot, by definition, be a cross road. KCC's comments to the contrary, and the objector's endorsement of those comments, is mistaken.
- B.30. HCA/2.6.5 Ordnance Survey Old Series one-inch map of Kent: see para.B.22 above.
- B.31. HCA/2.6.6 *Tithe Act 1836 (Lenham)/Poor Law survey*: the objector suggests, 'that it would have been in the interests of the landowner to ensure that any public highways were excluded from the land subject to the tithe', and that part of the appeal way is not excluded from assessment for rent charge.
- B.32. The objector has misunderstood the context. First, notwithstanding what follows, it is not clear that the unenclosed part of the appeal way has been included in the calculation of rent charge: no part of the appeal way between Old Shelve and the enclosed part at Bolton Farm is shown braced with any of the parcels through which it passes (compare with that part of the appeal way north of Old Shelve, and the alternative access to Old Shelve further east).
- B.33. Secondly, as we explained at BHS-SOC/para.III.F.24:
  - ...as a grassy field road is capable of producing a crop or grazing animals for the benefit of the landowner, it would have been appropriate to include it [for assessing rent charge], whether public or private.

It hardly was open to the landowner to seek to exclude the appeal way from calculation for rent charge, it it were liable to rent charge.

- B.34. Thirdly, the appeal way is coloured sienna, to show that it was a public road, because, regardless of the position with tithe redemption, the identification of public roads was relevant to the calculation of Poor Law rateable value (BHS-SOC/para.III.F.17).
- B.35. HCA/2.6.7 *Northfleet to Dover railway*: the railway project dates from 1835–36, and few railway plans of the pre-'railway mania' era are detailed and accurate. Note, for example, that the plans do not include limits of deviation.
- B.36. HCA/2.6.8 Great Kent Atmospheric Railway: see BHS-SOC/para.III.H.7.
- B.37. HCA/2.6.9 *Maidstone and Ashford Railway*: the plans describe the appeal way as a 'road' (1863–64), 'public road' (1874–75) and 'occupation road' (1879–80). See BHS-RtoKCC/para.C.4.

- B.38. It is suggested, 'that limited weight can be placed on the width attributable to the bridge given that landowners were able to, and did, request that these be built at a width in excess of the statutory minimum for private ways.' See BHS-SOC/paras.III.I.22–27 and BHS-RtoKCC/paras.D.8–9. It is certainly conceivable that the owner of the land sought that the bridge be built to a wider specification but given that such a specification would have been costly both to the owner and the railway company, there is no evidence that a wider specification was sought, there is no evidence that such a specification would have been in any way advantageous commensurate with its additional cost, and the bridge was built exactly to the minimum specification for public roads, this seems highly unlikely.
- B.39. HCA/2.6.10 *Designation of consolidated chapelry*: we explain at BHS-SOC/item III.J that the chapelry boundary was assigned to follow several public roads, each referred to as a road, save an occupation road which is described as such. Thus it is unlikely that the description of the appeal way as a 'road or footpath' refers to anything other than a public road, or as a minimum, a public footpath (but there is no other evidence that the appeal way merely is a public footpath).
- B.40. HCA/2.6.11 *Ordnance Survey County Series 25-inch maps*: please see para.B.4 above.
- B.41. HCA/2.6.12 Finance Act field book hereditament: please see para.B.7 above.
- B.42. It is incorrect to suggest that, because the central section of the appeal way was not 'whited out' on the record map, it 'did not exist as a complete public right of way'. This part of the appeal way was a green field road, unsurfaced, and not vested in the parish. Accordingly, it did not satisfy the requirement in s.35 of the 1910 Act that, 'No duty under this Part of this Act shall be charged in respect of any land or interest in land held by or on behalf of a rating authority', because this part was not held by a rating authority, but by the owner of the land. As we have seen, it was not in practice maintained by the highway authority (see *Highway Inspectors' map*, BHS-SOC/item III.N), not least because there was nothing to maintain. This is why instead a deduction was allowed for a 'public roadway'. As we explain at BHS-SOC/paras.III.L.18–20, this deduction is highly likely to relate to the appeal way.
- B.43. HCA/2.6.13 Bartholomew's maps: 1904 edition: please see para.B.5 above.
- B.44. HCA/2.6.14 *Highway Inspectors' map*: please see para.B.9 above. The appeal way was not 'removed from the first definitive map' (*i.e.* the draft map), but shown on the draft map in yellow as a public road not needing to be recorded.
- B.45. The objector suggests that footpath 66 was removed from the draft map: 'because the [appeal way] was shown to be a private access to the railway and the Applicant has not put forward any evidence to dispute this.' Please see BHS-RtoKCC/paras.D.14–15.
- B.46. HCA/2.6.15 *First definitive map and statement*: the objector's analysis is fully dealt with at BHS-RtoKCC/paras.D.14–15.
- B.47. HCA/3.2: the objector suggests that the definitive map and statement, 'indicates that a deliberate decision was taken not to record the [appeal] way.' We agree: it was not recorded because it was considered to be a public road not needing to be recorded.
- B.48. HCA/3.3: the objector's reference to 'sources relied by the Applicant on [sic]...by groups which may be biased towards identifying routes for use by their members' is not understood.

B.49. HCA/3.4: the objector states that, 'The Applicant has not put forward any evidence that the claimed route which is the subject of the Appeal has bridleway status': please see BHS-RtoKCC/item F.

## C. Objection of Mrs Gillian Davies

C.1. Although not relevant to the appeal, the objector does not explain what expenditure she has in mind when she refers to 'so much money' being expended by the society. This appeal has to date incurred no cost to the society.

#### C.2. The objector comments that:

...the railway arch had to be built so the farmer could a) take his cattle to and from his fields on the south side of the railway and b) get his carts loaded with hay or straw from the south side of the railway back to the farm buildings, thus necessitating the width and height at which the arch had to be built.

We agree that the railway company was compelled to build a bridge. However, the objector does not explain why the movement of cattle and loaded farm carts required a bridge wider than the twelve feet mandated (as a minimum; equivalent to  $3\frac{2}{3}$  metres) by s.49 of the Railways Clauses Consolidation Act 1845. We are not aware, and the objector does not suggest, that nineteenth-century farm carts exceeded this width (and if they did, they would have experienced severe difficulty in navigating local public roads). Nor does the objector explain why the railway company would have agreed to build a bridge well in excess of the statutory minimum width, at substantial additional cost.

#### C.3. The objector states that:

...there is not even a footpath on the other side of the A.20 through the fields opposite the entrance to the present drive to Old Shelve and its buildings.

We refer to a continuation of the appeal way from the Ashford Road at A, north to Pilgrims' Road, at BHS-SOC/para.III.L.19. It also is visible on the *Ordnance Survey surveyor's drawing* (BHS-SOC/item III.B), *Ordnance Survey Mudge-Faden one-inch map of Kent* (BHS-SOC/item III.C), *Ordnance Survey Old Series one-inch map of Kent* (BHS-SOC/item III.E), and significantly, is coloured sienna on the *Tithe Act 1836 (Lenham)/Poor Law survey* (BHS-SOC/item III.F). The southern end of the way, at A, can be seen on the *Ordnance Survey County Series 25-inch maps* first and second-edition plans (BHS-SOC/item III.K and annexes D and E).

C.4. Plainly, the way north from A is not today recorded as a public right of way or public road — but then, nor is the appeal way. It is submitted that it is an unrecorded public way, which may be the subject of a future application for a definitive map modification order.

#### C.5. The objector states that:

'The railway' at some time in the 20th century knew there was no right of way of any sort any longer, even to the owner of the land on the north side of the railway and erected a continuous fence along the farm's southern boundary at the bottom of the railway embankment and before the railway arch, ....

If the appeal way through the railway bridge is not a public way, then the bridge must have been erected (although substantially larger than required) to accommodate a private road. It seems, from the objector's statement, that 'the railway' (presumably British Rail, or a

successor rail authority) fenced off the bridge without seeking the permission of the objector, notwithstanding that (regardless of whether the objector retained lands south of the bridge) the objector would have had a private right of way to Rose Lane. The apparent absence of permission sought is suggestive that British Rail did not believe that the appeal way was a private way for the use of the landowner. It is not clear what British Rail believed then, or its successor believes now, but that its practice is to minimise operational costs.

### D. Objection of Mr Robert Davies

- D.1. Map of encampment on Lenham Heath (BHS-SOC/item III.A): we agree with the objector that there is today, and has been since at least the late nineteenth century (as shown on the Ordnance Survey County Series 25-inch maps second-edition plan³), an angled junction between the continuation of Rose Lane south of B, and Lenham Forstal Road. This angled turn is not visible on the *Map of encampment on Lenham Heath*. However, the land between B and the junction was, at the start of the nineteenth century, still shown as waste on the *Ordnance Survey Old Series one-inch map of Kent* (BHS-SOC/item III.E, dating from a late eighteenth-century survey) hence 'Lenham Heath'. The military encampment was sited here because it was an encampment on waste. The waste appears to have been subsequently inclosed,⁴ and it may be that the angled turn was effected at this time, or it may be that it simply was overlooked in the early county maps.
- D.2. Bartholomew's map (BHS-SOC/item III.M): the objector states that:

None of the Bartholomews maps correctly show the route of the Pilgrims Way from Cobham Farm to Hart Hill, nor do they show Rayners Hill road from it's junction with the A20 to the Pilgrims Way, which is several hundred metres to the west of Old Shelve, but the BHS claim that the appeal way is shown correctly.

The line of the Pilgrims' Way from Cobham Farm to Hart Hill had virtually been lost as a public road by the middle of the nineteenth century: it is not apparent on the *Tithe Act 1836 (Lenham)/Poor Law survey* (BHS-SOC/item III.F), where it is not a defined feature nor coloured sienna, and it is not shown as a path or cart track on the Ordnance Survey County Series second-edition plan surveyed in 1896, but labelled 'Pilgrims' Way (site of)'.<sup>5</sup> It seems it was revived, however, by being included on the definitive map and statement.<sup>6</sup>

D.3. We agree that Rayner's Hill is not shown on the Bartholomew's maps (save, ambiguously, on the 1941 edition).

- 3 See <u>maps.nls.uk/view/103681406#zoom=5.1&lat=10240&lon=14785&layers=BT</u> for sheet Kent 54/5 revised 1896.
- 4 There is no inclosure Act or award for Lenham Heath, and it seems that it was achieved by agreement. KCC county archives holds a record for 'Manors of West Shelve and Shelve Cobham: manorial agreement and cognate papers relating to the inclosure of Lenham Heath, including sketch map' dating from 1811 (U55/M219, not seen).
- 5 See <u>maps.nls.uk/view/103681388#zoom=4.1&lat=8628&lon=9431&layers=BT</u> for sheet Kent 54/2 revised 1896.
- 6 It is not known when it was added to the definitive map and statement. On the Lenham draft map, it is shown as a yellow road.

- D.4. Designation of consolidated chapelry (BHS-SOC/item III.J): if, as the objector suggests, the reference to a 'road or footpath' in the consolidated chapelry boundary is to a continuation of footpath 66 south towards Rose Lane, then this increases the likelihood that footpath 66 was incorrectly removed from the draft map on the basis of mistaken representations from the British Transport Commission, and there is at least a public right of way on foot through the railway bridge. However, this helpful suggestion is not consistent with the majority of the evidence (see BHS-RtoKCC/item D): plainly, the railway bridge was not built 20-feet wide to accommodate a public footpath and private road.
- D.5. Width of railway bridge: the objector suggests the bridge was built wider to accommodate the line of a water course. However, we respond that the railway company would have avoided unnecessary expense by planning for the line of the water course at the outset. Even (which we do not accept) there was an original intention to accommodate the line of the water course through the bridge hole, it is unlikely that the railway company would coincidentally have built the bridge width precisely to the 20-feet minimum specification for public roads.

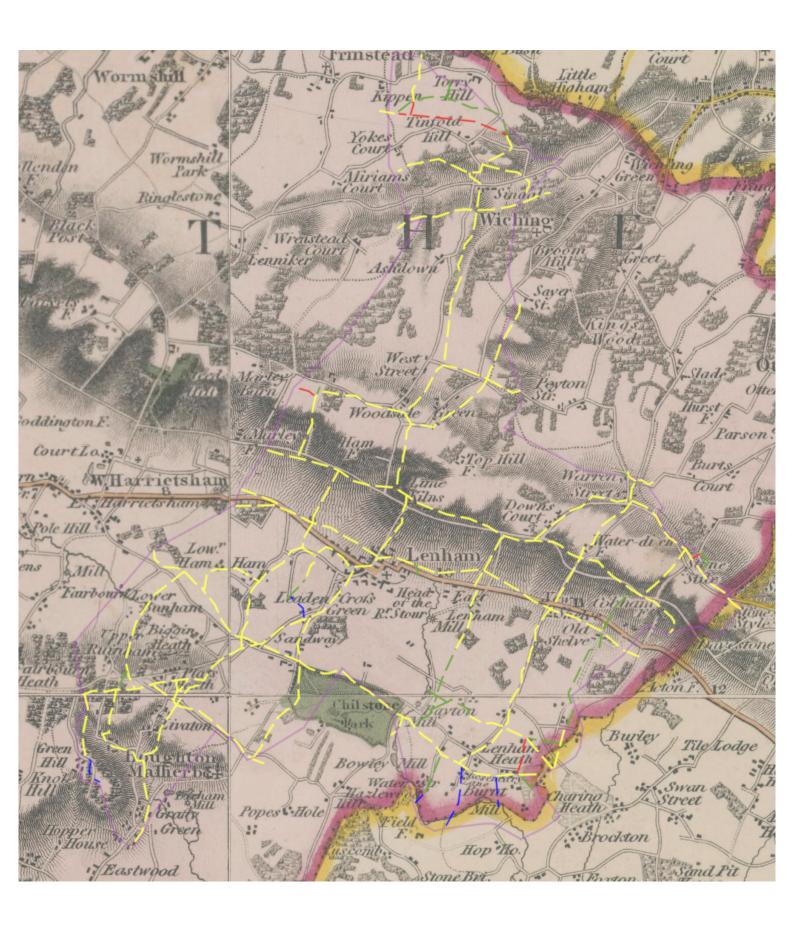
Hugh Craddock British Horse Society

27 November 2024

# Annexe

Annexe A: Greenwoods' map of Kent with roads overlay

(See para.B.24 above)



# Annexe B: Lenham tithe and Poor Law survey map

(See para.B.24 above)

